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ABSTRACT

Background is given for the state-level adult education planning process, developed in response to the need for program direction; definition of the relationship of adult education to other vocational and adult general education institutions; and delineation, articulation, and elimination of unnecessary duplication. Focus is on the Adult Education Ad Hoc Advisory Committee, which was formed to ensure that the development of the process reflected the needs of the total state population of California. Following a summary of the historical and legal perspective of adult education in California from 1856-1990, corresponding milestones, and enrollment figures for those years, and a statement of philosophy are given. Management plan recommendations focus on target populations, public relations, governance, interagency coordination, personnel, program development, and support services and are listed with corresponding statements of issues and goals. Following these are a list of policy recommendations, each preceded by a problem statement and issue-and-goals statements. Finally, a list of major recommendations is included to respond to Proposition 13 by establishing principles for a long-range financial and programmatic guarantee of adult education. Appended are abstracts of other adult education monographs, a master bibliography, and an annotated bibliography. Also included are statistical summaries of adult general education annual reports and annual enrollment figures by subject area. (FP)

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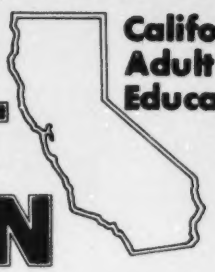
A PLANNING PROCESS FOR ADULT EDUCATION



California Adult Education

REPORT OF THE ADULT EDUCATION AD HOC ADVISORY COMMITTEE

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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Preface

Leaders and workers in the field of adult education are aware that human efforts toward personal improvement require a variety of social, cultural, and economic support. As a result of this awareness, programmatic activities in California have been structured to meet local and state needs through an active community-based partnership. A wide variety of resources, both public and private, were utilized in the structuring of these activities. The result is an effective delivery system that is designed to be an integral part of the overall educational process.

Societal and technological changes and advances require that educational programs be modified and updated frequently. New programs must be added. Adult education must be flexible to be able to respond to the varying demands placed on adults. Adult learners--parents, workers, consumers, citizens, family members, and the like--participate voluntarily in the acquisition of knowledge. They participate in the educational process because of some motivating force in their lives, not because of compulsory attendance requirements. To best meet their needs, adult education programs must consistently provide alternative learning modes on a year-round basis. Neighborhood-based adult schools complement, and in numerous instances supplement, the kindergarten through grade twelve program.

Through adult education programs adults receive low-cost instruction and services in such areas as vocational training, citizenship, English as a second language, basic skills, high school completion, and personal competency for the handicapped. Special assistance is also offered to youths who are in school or out of school. Adult education is intended to provide for the needs of individuals with exceptional needs (physically handicapped and so forth) and for the needs of individuals who are uneducated, undereducated, hard-to-reach, hard-to-teach, unemployed, or underemployed.

The individual achievements of each learner are the criteria on which the accountability of the adult education program is based.

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Development of the Adult Education Planning Process

At the December 1977 meeting of the California State Board of Education, the Associate Superintendent for Adult and Community Education Programs, California State Department of Education, presented the following statement for the Board's information:

> The need for an updated planning process to give direction to adult education in California is evident. As a vital part of postsecondary education, the relationship of this segment with other institutions in vocational education and adult general education must be defined. Problems of delineation, articulation, and unnecessary duplication as well as recent legislative changes make a state level planning process necessary.
>
> The implementation of this planning process will involve extensive involvement with the field as issues are raised and methods of dealing with them are developed. Finally, the process will provide a document which will have the capability of being constantly revised and providing overall direction for adult education in California.

The need for an adult education planning process such as that described above became most evident in 1976 and 1977. In 1976, for example, the Governor placed a 5 percent growth "cap" on adult education. This cap was subsequently lifted by provisions of Senate Bill 1641 of 1976, which also provided for a separate revenue limit for adult education. Provisions of Assembly Bill 1821 of 1976 established regional adult and vocational education councils for purposes of (1) eliminating unnecessary duplication of course offerings for adults; and (2) developing short-range plans in vocational education.

In 1977, some key issues relative to adult education were raised during hearings on the California Five-Year State Plan for Vocational Education. Assembly Bill 65 (Chapter 894, Statutes of 1977) provided major opportunities for adult education to become an integral part of program improvement efforts in kindergarten through grade twelve. In reviewing pertinent regulations in the California Administrative Code, Title 5, Education, state adult education staff identified many issues that needed to be addressed through a planning process. Following State Board discussion of the Annual Program Plan for Adult Education and an examination of a list of issues submitted to the Board's Policies and Programs Committee No. 2, the Adult Education Ad Hoc Advisory Committee recommended that "the Board request the Department of Education to submit a proposed resolution or procedure for development of a Board policy for adult education which would encompass all programs of adult education."

Unlike vocational education adult education was not required to formulate a planning process to cover a specified number of years. Thus, the adult education program management staff decided to develop a process that would provide for a maximum of public input and annual updating.

The use of an ad hoc advisory committee in the development of the planning process for adult education was designed to ensure that the process would reflect the needs of the state's total population, including those populations serving and receiving services in adult education programs. Input would be sought from different age groups, geographical areas, ethnic groups, professional organizations, business and industry, public and private schools, and so forth.

At the first meeting of the Adult Education Ad Hoc Advisory Committee, in February 1978, the Deputy Superintendent for Programs gave the committee its charge. Afterward, the committee members divided into small groups to discuss the charge, to share their understanding and interpretations of the charge, and to begin suggesting ways to meet it. They also engaged in a brainstorming activity to identify critical problems and issues in adult education. Later, the suggestions were grouped on the basis of topic area or concern.

The committee was asked to select from among its membership a leader and facilitator to work closely with the adult education management staff. To serve in this capacity, the committee chose the assistant to the Associate Superintendent for Adult and Community Education Programs but retained the option of selecting a leader/spokesperson from among the other committee members when they considered such action appropriate.

Between the first and second committee meetings, the committee members validated with their various constituencies the committee's perceptions of the most critical problems in adult education.

At the second meeting two processes were initiated. The first involved clarification of the identified problems. In small groups the committee members discussed the problems, eliminated redundancies, and formulated problem statements. As a whole the committee then considered each statement, determining whether each should be addressed in a state plan or left for action by local educational agencies. Goals and objectives were developed for addressing some of the identified problems, but time constraints made it necessary for the committee to request that the adult education management staff develop goals and objectives for addressing the remaining concerns.

The second of the two processes involved the development of a philosophy statement. Again, the committee divided into small groups, each of which formulated its own preliminary statement. Two people from each group then formed a larger group to combine the various statements into a single statement that was representative of the major points made by each of the small groups. This process was repeated through subsequent meetings of the Adult Education Ad Hoc Advisory Committee to revise and refine the philosophy statement.

The passage of Proposition 13 in June 1978, forced the committee to reevaluate all of its work up to that time. At the committee's final meeting in July, the members concluded that the problems, issues, goals, and recommendations that they had identified were still valid. The committee members did believe, however, that the impact of Proposition 13 would require them to make some additional recommendations to the Superintendent of Public Instruction. The committee's post-Proposition 13 recommendations appear in this report as "major recommendations."

The recommendations of the Adult Education Ad Hoc Advisory Committee include or address the following:

1. A statement of philosophy

2. Management objectives to be included in the work plan for Adult and Community Education Program Management

3. New policies or policy changes to be considered by the Superintendent of Public Instruction and the State Board of Education

4. Major policies to be considered by the Superintendent and the State Board

ADULT EDUCATION IN CALIFORNIA:

Historical and Legal Perspective-1856--1990

In both historical precedent and legislative direction, adult education can be seen as an effective agent for positive change in California. For over a century, adult educators have demonstrated a diverse capability for providing both human and educational services to meet the growing social, economic, and technological needs of the state's population.

The contributions of the adult education program in California are most clearly realized when one examines the activities of the program in the context of the history of the state. Adult education began in California in 1856. The period between that year and 1977 was marked by the completion of the transcontinental railway; tremendous growth in population; massive developments in industry, agriculture, and trade; a depression; and two world wars. The period was also marked by the advent of the automobile, the airplane, electronics, mass media communication, a voyage to the moon, and the strengthening of collective bargaining. Intense and rapid development characterized the total political and social structure in California.

Program leaders and workers in the field of adult education were aware from the beginning of the adult education program that human efforts toward self-improvement require many kinds of social, economic, and cultural support. Because of this awareness they structured adult education activities to meet individual and state needs through an active partnership with many community entities. Adult education program personnel utilized resources where and when they found them. As a result the adult education program emerged as an integral part of the change process.

1856--1950: ADULT EDUCATION AS A PARTICIPANT IN CHANGE

In 1856 the adult education program began to play a significant role in efforts to help California meet the challenges of the industrial changes that were being felt nationwide. Adult education joined in the statewide efforts to organize and provide vocational and technical training programs that were responsive to the needs spawned by the industrial revolution. Adult education programs prepared a significant portion of the huge labor force needed to support and enhance the state's vast technological and economic development. Cooperative effort with many agencies produced one of the largest and most skilled groups of workers in the nation.

The contributions of adult education were given legal recognition by legislation enacted at both the state and federal levels. A state supreme court decision in 1907 established adult education as a separate entity and led to its first fiscal support. A few years later federal legislation was enacted to support the vocational programs that adult education practitioners had helped to develop. Among the laws generated by these programs were the federal Smith-Lever Act of 1914 and the George-Deen Act of 1937, which extended the support for vocational and distributive training activities.

While contributing to the state's technological and economic development, adult education also functioned as part of the social change of the era, which was characterized by a flood of new residents who took part in the westward movement. The population rise was further accentuated as California, along with other states, felt the impact of the unprecedented immigration of over 40 million people to this country. Workers in the adult education field met the extended educational, social, and cultural needs of this new and varied population through the delivery of a variety of community services, such as family education, in the home and lyceums. They provided English language training; employment instruction and placement assistance; cultural orientation; family education on nutrition and child care; and citizenship training.

Adult education programs also provided opportunities and guidance to facilitate the development of responsible interaction by the growing body of community members. Adult students addressed the economic and political issues of the changing social structure through forums, civics classes, and other public activities designed to assist both the state and the individual in attaining their potential for an educated and contributing citizenry.

The varied services provided by adult education practitioners during this crisis period of great social change were strengthened by the Civic Center Act of 1913, which authorized the provision of supplemental services in California to support classroom offerings in a diversified setting.

The direct efforts of workers in the field of adult education in California also led to passage of the Home Teacher Act of 1915, which provided for services to the total family and for the formation of the Department of Parent Education.

The accomplishments of adult education practitioners were primarily due to their early recognition of the comprehensive nature of the educational process. The experiences of this early period became the foundation for the adult education concepts that (1) positive community development necessitates an educated citizenry; (2) the process of change generates a need for lifelong learning to keep pace with change; (3) social, economic, and other environmental factors have impact on the learning process; and (4) maximum benefit to the community is attained through cooperative utilization of all public resources.

These principles, which form the basic precepts of the adult education program, led to extended Department of Education support for the educational efforts of the state's citizens. Adult education personnel throughout California responded to the needs of their students by identifying the full range of available public resources and coordinating the delivery of services through a cooperative community involvement process.

The validity of this approach was given public recognition in the 1976 State Plan for Adult Education in which the adult education concept was formally defined as "organizing community resources for community betterment." The Division of Adult Education (now Adult and Community Education Program Management) was added to the California State Department of Education in 1927 on the basis of this definition.

The effectiveness of adult education as a facilitator of positive change was also very evident during two national crises. The first was the national depression of 1929 and the 1930s, when the Division of Adult Education provided

both administrative leadership and field-level support for state emergency relief programs. Adult education was chosen for this undertaking after an intensive state and federal review of the success potential of a variety of agencies. The need for such diverse services as vocational training, literacy classes, parent education, nursery schools, and general adult education was both complex and overwhelming. Adult education, with its experience in meeting total family needs, was prepared to respond to the emergency with appropriate programs and expertise. Many of today's efforts for addressing unemployment and other economic problems are modeled on the Civilian Conservation Corps, the Works Progress Administration (renamed Work Projects Administration in 1939), and other programs. The implementation of these federal programs in California was the responsibility of the Division of Adult Education of the California State Department of Education.

In 1940 the federal government called upon the Department of Education to coordinate several programs. Adult educators responded by successfully conducting the extensive activities required to interface both training programs and support services related to employment, civilian defense, medical care, food production and preservation, conservation of natural resources, training for both flying and maintaining aircraft, mass communication, and vocational rehabilitation. The programs provided models for later work incentive programs and other programs to serve the disabled and handicapped.

By 1950 the statewide efforts of adult education practitioners had made the concept of lifelong learning an important part of the positive change process in California. Community education and resource services were being utilized throughout the state to respond to the comprehensive needs of almost 900,000 adults in a variety of settings. These settings included schools and other public agencies, homes for the aged, centers for the handicapped, jails, youth camps, and other environments where a need existed. The support services of adult education improved the lives and enhanced the personal values of both young and old, from the infant whose parent was a program participant, to the elderly who not only received instruction but also used their newly acquired skills and abilities in volunteer work or other personally satisfying activities.

The concept of lifelong learning and the value of education as a community-wide process rather than a child-centered process were not generally understood or accepted until recently. For example, in the Paul Cadman Report on Adult Education to the California State Chamber of Commerce in 1936 and during state Senate committee hearings in 1951, harsh criticisms were directed toward program elements centering around total community education and program support services. Although the Cadman report recommended legislation to eliminate parent education, physical and health education, and avocational education from adult education programs, later research and experience have shown these elements to be valid and imperative to the meeting of public needs. Although the Cadman recommendations were never presented to the Legislature, they did lead the State Board of Education to place new restrictions on adult education services.

Misunderstandings similar to those just described emerged during 1951 Senate committee hearings. Adult education was only one of several government services or agencies that were under public scrutiny as part of statewide political trends. The considerations at these hearings were basically

economic, and the committee was charged solely with examining the impact of program growth on the state budget. Again, the narrow understanding of the complexity and scope of the total educational process was evident, as shown in the Senate committee's statement that "the educational problems of the state, which have no direct relationship to adult education. . .are not considered in this study."

The committee's report recommended that (1) adult education funds be redirected for use in elementary education; (2) public participation in adult education be limited; and (3) the responsibility for adult education be assumed by a variety of other federal and local agencies. Tuition fees and restrictions on content were also proposed. The committee's report did not result in new legislation, but it did lead to additional program restrictions in the Administrative Code, Title 5.

This narrow view of the adult education program has recently come to be recognized as restrictive to the meeting of valid educational needs, as evidenced by revisions in 1977 to Title 5 of the Administrative Code. The error of earlier thinking is evident when one examines the contributions of adult education to other educational programs.

1951-1977: ADULT EDUCATION AS A CHANGE AGENT

The efforts of adult education personnel to promote lifelong learning, parent/community education, coordination or provision of multiple resources, removal of barriers to education, proficiency level curriculum, services to individuals with special needs, and removal of "grade hurdles" are reflected in many programmatic and legislative developments over the last 25 years.

The concept of education as a community-oriented process designed to address diverse family needs has been an integral part of these developments. The concept has been part of adult education almost since the program began in 1856. The positive influence of the early family-oriented programs is apparent in the recent initiation of "community schools" and other community education programs intended to encourage total family involvement in learning activities. The seeds of these programs are evident in the Home Teacher Act, the Civic Center Act, and the 1926 State Plan for Adult Education, all of which have been primary factors in adult education programs for many years.

The positive effect of the work done by adult education practitioners to increase the educational levels of adults can also be seen in current efforts to combat poverty through diversified support of the educational effort. The provision of educational services to enable the state's citizens to increase their productivity was an early goal of adult education. Recent federal research has confirmed the validity of this approach and has brought about sweeping educational reform and legislation, most notably the Elementary and Secondary Act of 1965 and the Adult Basic Education Act of 1966. Both of these acts reflect many of the aims that historically have been part of the program.

Recognition of the need for interagency coordination and support is a significant characteristic of the adult education program. This recognition has served to strengthen the services provided by adult education programs in

California. Adult education personnel have made a continuous effort to become familiar with the services offered by other agencies and to utilize these services whenever possible to increase the effectiveness of their total service delivery system. The validity of this design is exemplified in the cooperation of adult education with other agencies in the provision of vocational education. From the time of its first bookkeeping class in 1871, the adult education program has been deeply involved in initiating, or helping other agencies develop, classes designed to increase vocational skills. Such efforts have included providing support for training programs conducted by business and industry. The willingness and capability of adult education in facilitating such cooperation have contributed much to the total vocational education effort, in which many individuals and agencies, including public schools and trade schools, have been involved. Many of the program elements that adult education personnel were instrumental in establishing were incorporated into the Vocational Education Act of 1962, the Work Incentive Program, the Comprehensive Employment and Training Act of 1973, and other vocational programs.

Adult education has also been instrumental in the development of model programs for teacher training and program improvement funded under P.L. 91-230, Title III, Section 309, "Special Experimental Demonstration Projects and Teacher Training."

Section 309 projects conducted by adult schools in California have resulted in program improvement models that offer process guidelines, staff development, and implementation assistance to facilitate replication on a statewide basis by both adult education and other entities for which the programs are appropriate. These program improvement models have generated proficiency level curricula, identification and correlation of employment skills with classroom basics (motivational curriculum for the disaffected learner), and staff development and community education process models with potential value for widespread use.

One of the most important contributions of adult education practitioners toward improving the quality of life has been their advocacy of the concept of total family participation in the development of learning. Research by James (1961) and Stanford (1963) led to recognition that children of parents who are involved in the educational process exhibit greater interest in learning, tend to stay in school longer, and participate in more positive parent-child relationships than children whose parents are not involved in the educational process. The federal Elementary and Secondary Education Act of 1965, the Early Childhood Education Act (Chapter 1147, Statutes of 1972), the Educationally Disadvantaged Youth Act (SB 90; Chapter 1406, Statutes of 1972), and AB 65 (Chapter 894, Statutes of 1977) also reflect adult education's longtime and continuing emphasis on the need for parent education. Adult education practitioners have developed several useful models for recruiting and training parents and other volunteers to serve in the classroom and to participate in various activities designed to support educational programs in the public schools and other community services.

For several years adult education programs have emphasized individualized curriculum, personal learning styles and needs, the formulation of educational plans based on learners' assessed needs, and the need for a more realistic alternative diploma program.

The work of adult education personnel in the development of adult proficiency levels as achievement standards preceded the proficiency requirements contained in the Hart Bill (AB 3406, Chapter 863, Statutes of 1977) and AB 65 by several years.

The role of the adult education program in the provision of needed services to the citizens of the state has been strengthened during the last five years by a series of important legislative actions.

Senate Bill 90 provided increased funding for the adult education program. The wording of the bill also permitted use of adult education monies for the general public school program. The unprecedented program growth generated by this legislation led to the establishment of the "Governor's cap" in 1975. The cap placed a limit on the percentage of enrollment growth allowed in adult education programs. Existing programs were allowed an increase of no more than 5 percent annually in their total units of average daily attendance (a.d.a.). Fiscal considerations, rather than educational considerations, were the basis for the cap.

Senate Bill 1641/76 resolved these concerns by establishing a separate revenue limit for adult education. It also provided for a minimum foundation program figure, and it contained a provision that all monies generated as adult education revenue must be used for adult education programs. In addition, the legislation included an expanded definition of an adult student. As a result of the expanded definition, some age groups not previously eligible for program services became eligible to receive them.

Assembly Bill 1821/76 established regional adult and vocational education councils (RAVECs) throughout the state. It also provided a vehicle for the elimination of duplication of services in adult and community education programs and enabled personnel in both programs to establish a more functional pattern of short-range planning than had existed previously.

The basic elements described above were maintained in AB 65. Many of this bill's other directives, such as those for proficiency standards and alternative learning programs, reflect long-standing elements of the adult education program.

The contributions of adult education to education and society in general between 1856 and 1977 demonstrate that the program has been an effective agent for positive change. They also give indications of the role of adult education during the coming years.

1978--1990: THE FUTURE OF ADULT EDUCATION

From trends discernible in the historical development of both adult education and the state, one can assume that the adult education program will grow between now and 1990. The steadily growing number of adults in the state's population and continuing social and technological changes provide a strong basis for this assumption. The curriculum for these adults and the methods used to meet their needs will continue to be refined and restructured. And increased knowledge about the teaching profession will necessitate a more specialized kind of training for adult education practitioners.

The above statements are true of not only adult education but also of the entire educational community. The change process that evolved between 1856 and 1977 was both dynamic and complex, and it promises to be even more so during the 1980s. The educational products of the coming years will reflect the input of many individuals, agencies, and organizations. However, the total educational process will continue to be a process of identifying community needs and matching them to community resources. The need for a structured and cooperative plan to establish coordination and understanding of the process has never been greater. The community-based nature of adult education makes it uniquely suitable for identifying available public resources and coordinating the delivery of services. It is imperative that adult education programs accept the leadership role in these efforts.

During the coming years the capabilities of adult education should increase, and the community education base of the adult education program should serve as a focal point for the improved delivery of an extended variety of services. Such a role for adult education will have two-fold benefit for the state. First, it will provide for improved and cost effective delivery of services to meet identified needs. Second, all available services will be more clearly defined in terms of (1) benefits from them; (2) benefit recipients; (3) when and where they are provided; and (4) what resources are available.

Some specific benefits to the total population can be seen when particular areas, such as counseling and education and services for out-of-school youth, are examined. Adult education personnel have long realized that counseling must be comprehensive in nature and reinforced by supportive activities to achieve maximum effect. Most special agencies that offer counseling (in such areas as drugs, sex, and marriage) are usually crisis oriented; that is, they provide services to persons after the problem has emerged. In addition, their efforts to give assistance are often severely limited beyond the counseling itself.

In contrast, the adult education program can facilitate a coordinated counseling approach in which the individual first meets with an assessor or diagnostician. The initial step in the process will entail an assessment of the individual's abilities and needs, and this diagnosis will serve as the basis for an educational plan. This plan will be structured through the educational counselor and will incorporate, in addition to basic learning activities, services from a variety of resources. The counselor's awareness of resource availability will help the counselor and learner plan a program that is responsive to the individual's economic, social, cultural, health, and other assessed needs, all of which have impact on learning. In this way the adult education program can not only meet direct educational needs but also serve as a catalyst for the delivery of total services.

The "intermediary" role of adult education will provide for a model for resource coordination that is primarily beneficial to the individual but also exemplary in terms of cost and use effectiveness.

Another area in which adult educators must continue to demonstrate leadership is the provision of services to meet the complex needs of out-of-school youth. Adult education has already shown a capability for providing the combination of learning activities and resource support that can "reconnect" these youth to society. More importantly, however, adult education programs offer the potential for lifelong learning.

Adult education will continue to develop and refine programs to provide this group of young adults with realistic assessment and program planning based on personal needs and strengths. The programs will extend learning experiences and incorporate auxiliary services that address the differences between the learning needs of children and adults. Program content will be void of the child-oriented elements of learner dependency that have driven countless young people out of the secondary schools; the emphasis will be on programs that (1) build on the self-direction potential and accumulated experiences of the maturing learner; (2) relate to the developmental tasks of real roles rather than imaginary social roles; and (3) facilitate immediate application. One of the most important contributions in this context will be the completion of the competency-based diploma standards that adult education practitioners are currently developing.

Extensive research conducted by Havinghurst, Orr, Lindeman, and others has shown that learning experiences such as those just described are significantly effective in increasing the success of the disaffected learner. Their studies show that the combination of realistic curriculum and provision of support services is an absolute necessity in serving the mature student; however, such a program requires continued curriculum development and the support services that adult education is particularly suited to provide.

Another significant task to be addressed in future adult education programs is the ongoing identification of those functional competencies necessary for adults to achieve economic and educational success in a changing society. Adult education practitioners have shown that it is possible to identify such competencies, to develop related performance criteria, and to assess the performance level of adults on the basis of those criteria. Major endeavors of the future should involve identifying emerging competency needs and the particular population that will need assistance in acquiring those competencies.

The global energy dilemma, for example, will demand that the public learn and use new information, adapt to basic changes in their mode of life, and exercise newly acquired skills. Similarly, environmental limitations will create pressures to learn conservation habits, to make difficult voting decisions, and to understand thoroughly the natural world. Consumers must be able to cope with the metric system and new terminology. As population density increases, these and other demands will be magnified, and educational programs will have to be structured to help people meet them.

A major factor in the need for adult education practitioners to accept a leadership role in these undertakings is their established credibility. They have met public needs. They have adapted to change. They have already accomplished most of the "Goals for 1980" set down in the Department of Education task force report that was presented in 1973 to the State Board of Education. Adult education is not an unknown factor. It has a history of well over 100 years of successful community service. The services of adult education programs have been comprehensive in nature because the programs have been, and are, community based, community oriented, and designed to provide for coordination of all resources to serve the entire community. It is these basic characteristics that have increasingly strengthened adult education's effectiveness in the positive change process.

The society of today has critical needs to which adult education is uniquely prepared to respond. To ensure responsiveness in the future, the adult education program must receive adequate legislative and fiscal support.

LEGAL AND HISTORICAL MILESTONES IN ADULT EDUCATION 1856--1977

1856- San Francisco School Board approves first evening schools.

1907- State supreme court decision establishes evening schools as independent units entitled to fiscal support.

1913- Civic Center Act authorizes more diverse offerings outside the classroom setting.

1914- Smith-Lever Act extends vocational programs.

1915- Home Teacher Act allows total family service in the home setting.

1921- Vocational Rehabilitation Act extends program services.

1926- State Plan for Adult Education articulates community-centered philosophy.

1926- Bureau of Parent Education added to the California State Department of Education.

1927- Division of Adult Education added to the California State Department of Education.

1937- State Board of Education places restrictions on program services.

1937- George-Deen Act extends agricultural programs with federal support.

1951- California Administrative Code, Title 5, is revised to further restrict delivery of adult education services.

1966- Adult Basic Education Act provides federal funds for specific adult education programs.

1973- Senate Bill 90 accelerates the growth of adult education and leads to the "Governor's cap."

1975- Public Law 91-230, Section 309, provides for research and demonstration programs.

1976- Senate Bill 1641 redefines adult student, reserves revenue for adult education use, and removes the Governor's cap.

1976- Assembly Bill 1821 establishes liaison, through regional adult and vocational education councils, between adult education and the community colleges.

1977- Revisions to the Administrative Code, Title 5, clarify some concerns related to program restrictions of 1951.

ADULT EDUCATION STUDENTS IN CALIFORNIA

1856--1990

Year	Adult education enrollment in hundreds of thousands per year																Adult education enrollment, by number
	0-100,000	200,000	300,000	400,000	500,000	600,000	700,000	800,000	900,000	1 million	1,100,000	1,200,000	1,300,000	1,400,000	1,500,000	1,600,000	
1990															>	>	> ?
1975-76																	1,583,599
1949-50																	900,433
1939-40																	546,378
1929-30																	345,565
1920																	74,000
1908																	8,125
1856																	300

ADULT EDUCATION
AD HOC ADVISORY COMMITTEE
RECOMMENDATIONS

STATEMENT OF PHILOSOPHY

This Statement of Philosophy represents the first writing in this area since the current Statement of Philosophy was adopted by the State Board of Education in 1969.

Adult Education
Ad Hoc Advisory Committee
Planning Process

STATEMENT OF PHILOSOPHY

WE BELIEVE THAT the individual is the most important element in society.

WE BELIEVE THAT the development of each person's potential is our highest ideal.

WE BELIEVE THAT an educated adult population is essential to the continuance of our society.

WE BELIEVE THAT the accelerated rate of societal change requires that adults have the opportunity to learn throughout their lives if they are to meet the challenges of living in a modern society.

WE BELIEVE THAT our society has the responsibility to provide a publicly-supported learning system which includes a focus on the educational needs of adults to assist them in achieving their fullest potential.

WE BELIEVE THAT adult education must actively encourage adults to take advantage of these educational opportunities so that the above ends can be achieved.

Many people beyond the compulsory school age seek help in learning effective ways not only to earn incomes but also to maintain households to meet the challenge of their changing circumstances and to share in neighborhood and civic responsibilities.

The adult schools draw upon many types of resources--professional as well as volunteer, rented as well as donated; adult schools are supported by taxes as well as fees. Certainly not all learning requires instruction. At every life stage, however, each adult should have available to him or her some kind of teaching-learning institution in which he or she feels comfortable.

The relevant measure of the effectiveness of a teaching institution is not the ability of those who enter or how much those who leave earn; the real measure of the institution's effectiveness is how much and how well each person who comes into contact with it learns. These learning gains must be determined for each person who comes to the institution seeking to learn; they should not be determined as an average for those who stay.

AND WE FURTHER BELIEVE THAT within California's system for helping people pursue their changing individual learning goals, there are manifold needs for one educational segment to specialize in noncollegiate subject matter. Adult schools provide an appropriate vehicle for these basic functions and implementation of these beliefs.

MANAGEMENT PLAN RECOMMENDATIONS

The Adult Education Ad Hoc Advisory Committee did not believe that all of its recommendations had policy implications. The committee did believe that if implemented, the recommendations would provide for improved education for adults and improved management of the service delivery system. The members of the committee and state staff agreed that the following recommendations would be included in the work plan for Adult and Community Education Program Management and that they would be accomplished over a period of two to three years. Several of the recommendations are already being implemented.

CLIENTELE--TARGET POPULATIONS

Issue Statement

Insufficient use is being made of effective means and methods of recruitment and retention of learners from underserved and hard-to-reach populations.

Goal Statement

To ensure that each adult education program utilizes effective processes for the recruitment and retention of learners from underserved and hard-to-reach populations.

Issue Statement

The educational needs of many sixteen to twenty-four-year olds who are out of school, unemployed, or underemployed are not being met.

Goal Statement

To identify, recognize, or develop types of adult education programs to meet the educational or training needs of persons who are between sixteen and twenty-four years of age and who are out of school, unemployed, or underemployed.

Issue Statement

Policies to guide the development of adult education programs to meet the special educational needs of handicapped adults are inadequate.

Goal Statement

To establish and implement policies that will guide the development of efficient and effective adult education programs to meet the special needs of handicapped adults. A separate committee will be established to study this problem and make recommendations.

Issue Statement

Program policies reflect a lack of recognition by decision makers of the differences in the needs of rural, suburban, and urban adult education programs.

Goal Statement

To develop procedures by which decision makers will become aware of and responsive to the differences in the needs of rural, suburban, and urban adult education programs.

Issue Statement

Older adults have educational needs that are not being met.

Goal Statement

To ensure that program development processes include provisions for assessing and meeting the needs of older adults.

COMMUNITY INVOLVEMENT/PUBLIC RELATIONS

Issue Statement

Segments of the adult population are unaware of adult education and its function in meeting the educational needs of the community.

Goal Statement

To increase the support and use of adult education by community residents, agencies, organizations, and employers.

GOVERNANCE

Issue Statement

The governance of adult education at the state level impedes local efforts to adapt courses to societal change.

Goal Statement

To review for flexibility all current state regulations related to adult education programs.

INTERAGENCY COORDINATION

Issue Statement

Federal and state agencies generally do not recognize adult education as an acceptable educational delivery system.

Goal Statement

To improve the recognition of adult education services and activities and to coordinate the services and activities of adult education with those of agencies serving similar adult populations.

Issue Statement

Although community education programs and adult education programs have goals that are very closely related, their integration as a comprehensive program is largely ignored.

Goal Statement

To combine whenever feasible the programmatic efforts of adult education and community education.

Issue Statement

The allocation of public funds often results in unnecessary duplication of services for the adult clientele. The lack of adequate criteria for funding public and private training programs for adults results in such duplication.

Goal Statement

To formulate and disseminate appropriate guidelines to providers of funds and services as a first step to alleviate the problem of unnecessary duplication and overlap of publicly funded services for adults.

Issue Statement

The lack of communication between public and private educational agencies results in a citizenry that is inadequately informed, unable to assess personal needs, and unable to meet personal goals.

Goal Statement

To provide a model/framework that readily allows interaction between providers of educational services and potential recipients of such services.

PERSONNEL

Issue Statement

Many adult education practitioners who have developed a high degree of proficiency through experience or education, or both, are not accepted as professionals in their field.

Goal Statement

To provide activities that offer opportunities for recognition and acceptance for adult education practitioners who possess high levels of proficiency and professional expertise.

Issue Statement

For their adult education programs, many school districts rely on teachers whose primary assignment is not in adult education.

Goal Statement

To facilitate the design of a framework (or policy) of professional assignments to develop a cadre of adult education teachers whose primary assignment is in adult education.

Issue Statement

Incentives are lacking for adult education teachers to participate in staff development and other professional development activities.

Goal Statement

To design a system that provides professional and financial incentives to adult education teachers and encourages their participation in staff development and other professional activities.

Issue Statement

Volunteers and paraprofessionals are not being utilized as effectively as possible in adult education.

Goal Statement

To design programs that facilitate the most efficient and effective use of volunteers and paraprofessionals in adult education.

Issue Statement

Personnel practices (hiring, retention, promotion, evaluation, fringe benefits, and salaries) affecting adult education personnel often do not reflect their training, special skills, and professional expertise.

Goal Statement

To provide leadership and guidance in the development of personnel practices that reflect the training, special skills, and professional expertise of adult education personnel.

PROGRAM DEVELOPMENT

Issue Statement

The educational needs of some groups of people are not being met because of a lack of systematic program development in adult education.

Goal Statement

To formulate an adult education program development process that includes provisions for program philosophy, needs assessment, program priorities, program evaluation, and planning to meet the needs of an expanding and changing adult population.

Issue Statement

Specific guidelines and criteria for the development and implementation of adult education programs for residents or other individuals in health care facilities are lacking.

Goal Statement

To interpret, clarify, and develop regulations, guidelines, and criteria relating to adult education classes and programs for residents or other individuals in health care facilities.

SUPPORT SERVICES

Issue Statement

The needs of adult education students for access to the same services (e.g., health, library, and counseling services) that are available to other students are not generally recognized.

Goal Statement

To provide support services to adult education students and adequate publicity about those services.

POLICY RECOMMENDATIONS

It was the opinion of the Ad Hoc Advisory Committee that recommendations contained within this section constitute a change in the policies currently affecting the operations of adult education programs. As these policy recommendations are considered by the Department of Education, those recommendations which are agreed upon will be translated into proposed legislation; revised California Administrative Code, Title 5 regulations; or written Department of Education policy statements as the situation dictates.

CLIENTELE--TARGET POPULATIONS

Problems

1. Education Code Section 52500 states that "adult schools and evening high schools shall consist of classes for adults. Minors may be admitted to such classes pursuant to Section 48040."

2. Section 10524(a) of the Administrative Code, Title 5, Education, states that "classes for adults and adult schools shall be. . .attended primarily by adults. . . ."

3. Existing statutes allow qualified minors to be admitted to classes for adults.

4. Existing regulations control the number of minors that may be admitted to classes for adults by inferring that adults should be the majority of students enrolled. The term majority has been interpreted to mean 51 percent.

5. The 51 percent majority rule has been difficult to enforce because of discrepancies between enrollments and attendance and because of the narrow margin between 51 percent and 49 percent.

Issue Statement

Policies regarding concurrently enrolled students are neither consistently interpreted nor uniformly applied.

Goal Statement

To review and revise as necessary existing policies and guidelines regarding concurrently enrolled students.

Recommendation #1

The Adult Education Ad Hoc Advisory Committee recommends that the phrase "and shall be attended primarily by. . ." be deleted from Section 10524(a) of the Administrative Code, Title 5. The committee further recommends that Section 10524(a) be reworded to read as follows: "Classes for adults and adult schools shall be designed and taught to serve adults."

Problems

1. Districts maintaining adult education classes and programs receive reimbursements for concurrently enrolled students at the rate used for high school students.

2. Prior to a ruling by the Attorney General, concurrently enrolled students in private high schools, by policy, were not considered "regular high school" students. Reimbursements for these students were thus made at the adult reimbursement rate instead of the rate for high school students.

3. The Attorney General has ruled that students in private high schools must be considered as "regular high school" students and that districts are eligible for the higher reimbursement rate.

Recommendation #2

The Adult Education Ad Hoc Advisory Committee recommends that the phrase "in the regular high school program of the district" be deleted from Section 10524(b) of the Administrative Code, Title 5. The committee further recommends that this section be rewritten to include the following: "The local board of education shall establish policies and procedures governing the admission of persons who are concurrently enrolled."

Problems

1. In classes for adults the costs to educate a concurrently enrolled student are no greater than those required to educate an adult.

2. The difference in the reimbursement rates for adults and concurrently enrolled students has resulted in some districts' basing decisions about programs for concurrently enrolled students on financial considerations rather than educational considerations.

Recommendation #3

The Adult Education Ad Hoc Advisory Committee recommends that Education Code Section 52610 be amended to eliminate the differential in reimbursement rates for adults and concurrently enrolled students.

FINANCE

Problems

1. Wards of state-supported facilities, such as state hospitals, are referred to these facilities from all over the state. Thus, many of these people are not currently residents of the school district in which the facility is located. These nondistrict residents do not generate tax revenues for the school district.

2. Local district taxpayers are paying for the education of nondistrict residents.

Issue Statement

The present system of financing adult education classes for wards of the state and nondistrict residents in state-supported facilities places an unfair burden on local taxpayers.

Goal Statement

To develop a system of financing adult education classes for adult wards of the state and nondistrict residents in state-supported facilities that will place the fiscal responsibility for such classes on revenue sources other than local taxpayers.

Recommendation

The Adult Education Ad Hoc Advisory Committee recommends elimination of payments to districts from the State School Support Fund for nondistrict residents in an adult education class in a state-supported facility. Costs in excess of local district aid should be borne on a contractual basis by the specific funding agency responsible for the identified students within the facility.

PERSONNEL

Problem

The majority of persons working in adult education as teachers, counselors, or administrators have transferred to these assignments from the kindergarten through grade twelve program. Their authorizing credentials, preservice preparation, and experience reflect, for the most part, concentration on working with students in the regular elementary and high school programs. Adult students are significantly different from other students in terms of their needs for counseling services, alternative instructional strategies, and varied learning environments. The current credentialing process does not require any preparation specifically focused on the needs of the adult student.

Issue Statement

The current credentialing process and teacher preparation programs (including those for counselors and administrators) do not provide for recognition of the professional expertise and training needed for teachers, counselors, and administrators in adult education.

Goal Statement

To provide leadership and guidance in the development of credentialing criteria that ensure the recognition of professional training and expertise of teachers, counselors, and administrators of adult education.

Recommendation

The Adult Education Ad Hoc Advisory Committee recommends that Adult and Community Education Program Management, California State Department of Education, maintain contact with a selected committee from colleges and universities for the purpose of periodically updating credentialing criteria that are distributed to all appropriate California institutions.

PROGRAM DEVELOPMENT

Problems

1. Many desirable and worthwhile programs are not included in adult education because districts can qualify to receive reimbursements for only those programs that require regular classroom attendance.

2. Legal provisions to allow districts to receive reimbursements for providing alternative learning experiences for adults (experiences involving other than regular seat time) do not exist.

3. Adult education is funded on a "seat-time" basis only.

4. For other age groups reimbursements are permitted for work experience, television instruction, community classrooms instruction, extended diploma programs, contract studies, and experiential learning.

5. The special nature of the adult learner mandates that flexibility be provided in the types and locations of classes and programs.

Issue Statement

The restriction of granting reimbursements for only regular classes in adult education prohibits the development of alternatives for learning.

Goal Statement

To promote legislation, rules, regulations, and policies to allow reimbursements for alternative learning experiences in adult education.

Recommendation

The Adult Education Ad Hoc Advisory Committee recommends that legislation be introduced to provide for funding for adult education learning experiences other than regular classroom experiences. Such legislation should provide for specifically stated educational objectives and administrative control to ensure sound operational standards.

SUPPORT SERVICES

Problems

1. Adult education has conducted only limited systematic, in-depth research on support services and has not fully used other available research. Resources and data are needed to meet the demands of increasingly diversified programs.

2. Administrative Code, Title 5, regulations regarding the assignment of noninstructional personnel in adult education are inadequate. The use of units of average daily attendance as the basis for these regulations does not provide for solving the complex educational and training problems found today in adult education. Minimum counseling and guidance services for adults are not guaranteed by statutory or regulatory authority.

Issue Statement

Research in adult education is lacking, and limited use is made of available research at the state and local levels.

Goal Statement

To promote the conduct of systematic, in-depth research by the University of California, the California State Universities and Colleges, and other public and private school systems and research foundations to meet the continually changing demands of the adult education program.

Recommendation

The California State Department of Education, Adult and Community Education Program Management, will support the development of research efforts in adult education and will annually assist with the sponsorship of a seminar, symposium, or conference devoted to such research and the planning of new efforts for the following year.

Issue Statement

Current staffing practices in adult education are such that problems requiring the attention of administrators, supervisors, or noninstructional personnel cannot be addressed.

Goal Statement

To develop a system of staffing that permits assignments on the basis of local demands and the capabilities of personnel while providing the flexibility needed to operate the program effectively.

Recommendation

The California State Department of Education, Adult and Community Education Program Management, will ensure quality staffing by adhering to the minimum staffing standard in the Administrative Code, Title 5, regulations. However, flexibility for local options must be maintained for all administrative and support service staffing beyond the established minimum.

MAJOR RECOMMENDATIONS

As the Ad Hoc Advisory Committee approached the completion of its deliberations, Proposition 13 was passed into law by the California electorate. It immediately became apparent to the committee from the resultant legislative budget activity that adult education as a delivery system was going to suffer severe financial and programmatic cutbacks. This legislative activity prompted the Ad Hoc Advisory Committee to develop additional recommendations that would establish principles for the long-range financial and programmatic guarantee of adult education as a viable delivery system in the era of Proposition 13.

- A State Plan for Adult Education should be developed, and it should incorporate the concept of separate ongoing funding and long-range planning for purposes of continuing adult education as a viable delivery system for nondegree-related educational services for adults.

- A separate funding structure should be established for adult education so that the program is complementary to the kindergarten through grade twelve program but not competitive with it in terms or funding sources or mechanisms. Funding mechanisms should provide for growth to meet needs as determined locally.

- An ongoing planning process should be maintained for the long-term improvement of programs in adult education.

- Adult education programs in unified and high school districts should be included in the California Postsecondary Education Commission Five-Year Plan.

- Current adult education programs do not provide for responding to new societal needs for education. Consideration should be given to maintaining a broad scope of adult education to reflect to a greater extent the historical programmatic offerings that have been publicly supported and readily adapted to societal change.

- Consideration should be given to establishing and maintaining comprehensive program support services for adult education students and programs.

- Kindergarten through grade twelve personnel in various program areas should observe and study the innovative, cost-effective practices of adult education for purposes of improving their specific delivery systems.

APPENDICES

A. OVERVIEW OF ADULT EDUCATION MONOGRAPHS

B. MASTER BIBLIOGRAPHY

C. RECENT AND POTENTIAL DEVELOPMENTS IN ADULT EDUCATION: AN ANNOTATED BIBLIOGRAPHY

D. SUMMARY OF ANNUAL REPORTS--ADULT BASIC EDUCATION

E. SUMMARY OF ANNUAL REPORTS ON ADULT GENERAL EDUCATION PROGRAMS

F. ADULT EDUCATION GROWTH PATTERN OF UNITS OF AVERAGE DAILY ATTENDANCE

G. ANNUAL ENROLLMENTS IN THE ADULT EDUCATION CURRICULUMS BY SUBJECT MATTER AREA

Appendix A

OVERVIEW OF ADULT EDUCATION MONOGRAPHS

Adult and Community Education Program Management has contracted with private consultants to write monographs on subjects related to adult education. These monographs represent the perceptions of the individual authors; they do not necessarily reflect the opinions or policies of the California State Department of Education. The monographs are intended to stimulate thought with regard to strengthening adult education offerings in California.

The following adult education monographs are available, or will be available soon, from the California State Department of Education, Publications Sales, P.O. Box 271, Sacramento, CA 95802:

Establishing Parent Education Programs
Guidance Services in Adult Education
Needs Assessment in Adult Education Programs
Program Evaluation in Adult Education
Publicizing Adult Education Programs
Staff Development in Adult Education

As the planning process continues, the following monographs will be developed:

Adult Basic Education (ABE)
Adult School Budgeting and Finance
Bilingual/Bicultural Education
Community Relations
Competency-Based Diploma
Competency-Based Education
Curriculum Development
Developing Programs for the Handicapped
Developing Programs for Older Adults
Handbook on Adult Education Personnel, Policies, and Procedures
Interagency Coordination
Music/Fine Arts
Program Administration
Program Standards
Research in Human Development
Resources for Adult Education
Vocational Education
Vocational Training

MONOGRAPH

ESTABLISHING PARENT EDUCATION PROGRAMS

Abstract

Parent education programs are based on the belief that parents are the most influential teachers in a child's life. The types of parent education programs now being implemented are outlined in Establishing Parent Education Programs. They include parent observation classes, parent/child participation classes, parent participation nursery schools, parent discussion classes, lecture series, and classes for parents of the handicapped.

The effect that many related factors can have on the success of programs is stressed in this monograph. The specific needs of the local community should be determined to ensure the relevancy of the problems and topic areas addressed. The advantages of using school sites and other facilities for meetings should be weighed. The necessity of special equipment should be determined, and parents should be involved in determining and locating the resources to be used. The selection of teachers should not be an isolated event; it should be linked with recruitment and inservice training. Students as well as parents should be involved in the various stages of implementing a parent education program. The monograph includes a discussion of various curricula and lists of suggested instructional materials and other resources.

MONOGRAPH

GUIDANCE SERVICES IN ADULT EDUCATION

Abstract

In Guidance Services in Adult Education, the emphasis is on the importance of providing counseling services to adult students. The definition of the role of the counselor in the adult school is an important part of the document.

The inclusion of appropriate activities for adult education counseling staff makes this a utilitarian document. Specific groups to whom services can be provided (concurrent students, basic literacy students, and the like) are identified, and specific proposals for serving these students are provided.

One part of the monograph is devoted to the guidance roles that administrators, teachers, paraprofessionals, peer counselors, and other staff have in the guidance process.

Finally, the monograph includes descriptions of the various counseling services and related activities available to adult students, including:

1. Intake interview
2. Orientation
3. Initial assessment
4. Preliminary program planning
5. Class assignments
6. Educational alternatives
7. Individual counseling

MONOGRAPH

NEEDS ASSESSMENT IN ADULT EDUCATION PROGRAMS

Abstract

The basic premise of Needs Assessment in Adult Education Programs is that adult education programs have limited resources but must still be flexible and responsive to students' needs. To do so, adult education programs must have a firm data base with regard to the needs of the community in general, the specific needs of adults, and the needs of the adult education program itself in meeting community and adult needs. The "why" and "how" of conducting needs assessments are discussed. The author notes that a primary reason for conducting a needs assessment is to have a basis for deciding which requests for adult education offerings to support. The author also outlines models for satisfying individual and institutional needs. Attention is focused on the steps of needs awareness, decision making, evaluation, change, and new needs awareness.

The author lists the following eight steps in conducting a needs assessment:

1. Identify program goals.
2. Identify needed data.
3. Identify available data.
4. Identify data that must be gathered.
5. Gather data.
6. Identify discrepancies.
7. Rank order identified discrepancies.
8. Begin the process of program development.

According to the author reliable data can be gathered through (1) inquiry (surveys, questionnaires); (2) observation; and (3) review of existing data sources.

MONOGRAPH

PROGRAM EVALUATION IN ADULT EDUCATION

Abstract

The author of Program Evaluation in Adult Education begins the document with a discussion of the rationale for evaluation:

- To determine whether adults are gaining specific benefits from their investment of time and effort
- To motivate students through feedback on their progress
- To measure whether available courses and programs justify expenditures
- To increase the effectiveness of program planning
- To differentiate between satisfactory and marginal results
- To derive factual information that can convey a positive image to school boards, the Legislature, and so forth
- To instill confidence in adult educators

Various aspects of evaluation are discussed. Adult education personnel in various fields (vocational training, recreation, personal improvement) provide testimonies about the effectiveness of evaluation as a means of confirming the progress of participating adult students. Methods of conducting and using evaluations for this purpose are also provided. Using evaluations to assess the effectiveness of classroom instruction is another topic addressed in this monograph. The importance of having students and supervisory personnel evaluate teachers and their teaching is emphasized. Sample evaluations are included.

Another section deals with conducting a self-study of ongoing programs. A sample self-study is included, and methods of interpreting data are delineated.

The final section of this monograph covers utilization of the results of evaluation in documenting the success of adult education programs.

MONOGRAPH

PUBLICIZING ADULT EDUCATION PROGRAMS

Abstract

Publicizing Adult Education Programs focuses on the nature, benefits, and methods of public relations. Special attention is given to effective means of information dissemination, publicity, and promotion: informal word-of-mouth communications, speeches to clubs and organizations, brochures, pamphlets, flyers, schedules of classes, newspaper stories, radio and television announcements, personal letters, and audiovisual presentations. The pros and cons of employing each of these are delineated, and ideas are given for using each to greatest advantage.

Also included are some innovative ideas for effective use of available community resources for promotion and publicity campaigns. These resources include churches, chambers of commerce, offices of county superintendents of schools, the business community, community organizations, social service agencies, libraries, medical facilities, high schools, and senior citizens centers.

MONOGRAPH

STAFF DEVELOPMENT IN ADULT EDUCATION

Abstract

Staff Development in Adult Education begins with the assertions that adult students are affected in their voluntary learning situation by every personal contact they make upon entering a school and that the term staff includes everyone but the students. Emphasis is placed on the beliefs that "staff development is based on individual commitment to continual growth" and that "the foundation of staff development is individual and self-selected small-group effort."

Both large-group workshops and individualized programs are explored. The primary problem noted for large-group workshops is the difficulty of gearing the level of the presentation to the level of expertise of the group. Adequate orientation and follow-up are essential for the success of these workshops. Individualized staff development is suggested as an alternative to the large-group approach to staff development. For individualized staff development staff members develop their own programs for increasing expertise. The advantages of involving administrators and counselors, of developing positive interpersonnel relations, of increasing school board members' awareness of program activities, and of building morale and increasing the personal resources of the staff as a team are delineated. Topics elementary to the complete staff development programs are also discussed.

Appendix B

MASTER BIBLIOGRAPHY

Abstract

The references included in this bibliography date from 1965. This is not an annotated bibliography, but the selections are grouped on the basis of the following categories:

	Subject	Number of entries
1.	Administration	53
2.	Adult Basic Education	16
3.	Adult Education: General Works	18
4.	Aging and Development in the Adult Years	64
5.	Business and Industry	5
6.	Career and Professional Education	30
7.	Colleges and Universities	40
8.	Community and Media	36
9.	Community Development and Education	16
10.	Community Colleges	66
11.	Competency-Based Education	19
12.	Counseling and Consultation	21
13.	Dynamics of Groups, Institutions, and Society	78
14.	Evaluation and Measurement	38
15.	Facilities for Adult Education	11
16.	Finance	11
17.	The Future	27
18.	Government Agencies	6
19.	International Adult Education	31
20.	Learning Theory and Psychology	96
21.	Liberal Adult Education	6
22.	Libraries	4
23.	Lifelong Education	13
24.	Nontraditional Study	24
25.	Philosophy	28
26.	Program Development, Methods, and Techniques	127
27.	Public Schools	4
28.	Religious Adult Education	12
29.	Research	69
30.	Residential Adult Education	4
31.	Self-Directed Learning	18
32.	The Social Scene	16
33.	Sociology	8
34.	Systems Theory	18
35.	Voluntary Organizations and Volunteerism	10
36.	Women	25
37.	Periodicals	39

Appendix C

RECENT AND POTENTIAL DEVELOPMENTS IN ADULT EDUCATION
AN ANNOTATED BIBLIOGRAPHY

Abstract

This bibliography provides reviews of works that are related to adult education and that have been published within the last eight years. The bibliography is designed to stimulate discussion. The entries are cross-referenced and are grouped within the following categories:

Section	Number of entries
1. Adult Learning	29
2. Teaching Adults	27
3. Future Studies	30
4. Program Development	23
5. Assessing Needs and Planning Strategies	12
6. Evaluation Techniques	13
7. Educational Technology	20
8. Adult Basic and Competency-Based Education	19
9. Special Groups	19
10. Community and Family Education	4

Appendix D

SUMMARY OF ANNUAL REPORTS
ADULT BASIC EDUCATION

Category	Year					
	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77
1. Number of beginning-level participants	44,888	50,436	62,812	100,222	166,521	174,739
2. Number of intermediate-level participants	25,584	28,448	37,865	54,968	90,298	77,971
3. Number of classes	1,212	1,514	2,210	2,541	2,999	3,320
4. Number of students enrolled	70,472	78,884	100,677	155,190	256,819	252,710
5. Hours of student attendance	NA	NA	NA	18,893,556	21,071,875	22,735,768
6. Instructional hours	NA	NA	NA	814,966	1,023,189	1,137,366
7. Units of a.d.a.	NA	NA	NA	35,988	40,137	43,306
8. Number of adult basic education teachers	954	979	1,903	2,175		2,709
9. Number of students who reported registering to vote for the first time	1,656	2,207	2,346	2,981	4,828	3,455
10. Number of students receiving a driver's license	1,527	4,647	5,215	9,507	16,308	19,050
11. Number of students obtaining jobs as a result of experience in the program	2,544	5,022	6,655	11,546	19,518	18,904
12. Number of students who changed jobs or upgraded to a better job as a result of experience in the program	1,303	4,010	5,244	7,928	10,992	10,370
13. Number of students who received U.S. citizenship	718	1,280	2,376	3,926	3,236	2,448
14. Number of students who reported receiving public assistance	9,514	5,905	8,920	13,119	20,520	22,461

Appendix D
(Continued)

SUMMARY OF ANNUAL REPORTS-ADULT BASIC EDUCATION (Continued)

Category	Year					
	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77
15. Number of students removed from public assistance roles as a result of adult basic education	524	1,195	1,571	2,452	4,340	4,148
16. Number of students who enrolled in a regular high school program after completing adult basic education	2,413	3,412	6,775	8,116	9,810	12,092
17. Number of students who passed the GED test	602	1,302	2,315	3,565	4,931	3,801
18. Number of students who graduated from high school	709	967	3,092	3,243	3,493	3,731
19. Number of students enrolled in an education or other training program as a result of experience in adult basic education	3,228	3,745	6,212	8,287	17,721	16,662
20. Number of adult basic education students who received training in completing income tax forms	3,701	6,760	12,887	11,115	18,748	17,036

SUMMARY OF ANNUAL REPORTS ON ADULT GENERAL EDUCATION PROGRAMS

Category	Year						
	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77	1977-78
I. ADMINISTRATION							
1. a. Separate adult schools . .	193	189	203	213	218	222	219
b. Classes for adults "attached" to high schools.	104		99	90	95	90	91
2. Total units of classes for adults	119,639	125,045	144,693	206,232	207,658	232,922	250,111
a. Adults as defined	62,224	58,697	62,242	83,471	81,228	221,508	235,979
b. Nondefined adults and minors	57,415	66,348	82,451	122,761	126,430	11,114	14,132
3. Number of enrollees	953,286	1,094,323	1,236,283	1,475,295	1,603,848	1,734,969	1,822,540
a. Male adults	192,637	317,480	519,294		641,749		908,260
b. Male minors	75,994	100,273	126,898	613,119	171,387	647,091	NA
c. Female adults	585,740	559,056	486,730		650,702		914,280
d. Female minors	98,915	117,514	103,361	862,176	140,010	1,087,878	NA
4. Administrators							
a. Full time	152	NA	NA	NA	NA	193	NA
b. Half time	NA	NA	NA	NA	NA	NA	NA
c. Number of days on duty per year	NA	NA	NA	NA	NA	NA	NA
d. Total annual salaries . . .	$3,262,225	$3,213,695	$ M 22,465	NA	NA	$ M 26,948	
5. Total number of teachers in classes for adults	15,357	16,339	17,913	21,952	23,001	24,766	26,555
a. Full time	1,084	1,133	1,465	1,704	2,555	2,231	2,566
b. Part time	14,273	15,206	16,448	20,248	20,446	22,535	23,989
6. Number of teachers from business, industry, and community organizations . . .	4,685	4,855	NA	6,090	6,667	7,157	6,954

SUMMARY OF ANNUAL REPORTS ON ADULT GENERAL EDUCATION PROGRAMS (Continued)

Category	Year						
	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77	1977-78
II. OPERATION (M=165)							
1. Number of days adult program was operated this year	M = 165	45,339	M = 169	NA	M = 179	M = 200	NA
III. GUIDANCE SERVICES FOR ADULTS							
1. Number of counselors employed during the year . . .	567	612	583	600	827	852	665
a. Full time	100	116	117	142	233	186	215
b. Part time	467	496	466	458	594	666	450
2. Number of school advisory committees	560	NA	NA	NA	NA	NA	NA
IV. CERTIFICATES AND DIPLOMAS							
1. Number of certificates and diplomas granted during the year	91,169	106,625	119,834	132,510		146,849	146,323
a. Elementary	1,933	1,289	1,864	1,410	2,608	2,360	2,858
b. High school	16,870	15,465	14,724	16,356	16,793	15,428	13,759
c. Certificates for new citizens	4,372	3,950	5,641	4,037	3,970	3,713	3,093
d. Certificates for adult basic education	8,628	8,972	10,466	9,717	11,720	14,594	15,788
e. Certificates for occupational curricula	37,013	50,439	61,022	64,320	61,287	65,269	67,198
f. Other certificates	22,353	26,510	26,137	36,670	44,041	45,485	43,727
2. Follow-up records for graduates (maintained)							
a. High school graduates enrolling in community colleges	1,976	1,661	1,969	1,561	1,762	1,185	1,178
b. High school graduates enrolling in a four-year college	278	323	205	199	165	213	229

Appendix E
(Continued)

SUMMARY OF ANNUAL REPORTS ON ADULT GENERAL EDUCATION PROGRAMS (Continued)

Category	Year						
	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77	1977-78
2. Follow-up records for graduates (Cont.)							
c. High school graduates enrolling in a university	254	114	514	135	104	117	105
d. Occupational graduates securing employment	5,599	8,942	11,365	8,887	8,325	10,199	13,718
e. Occupational graduates securing promotion	5,138	2,924	2,258	2,933	1,936	2,393	2,605
V. ANNUAL ENROLLMENTS IN ADULT EDUCATION CURRICULA, BY SUBJECT MATTER							
1. Adult basic education (total)	134,582	153,295	184,982	233,469	270,340	275,311	339,766
a. Elementary subjects	24,103	23,950	30,130	34,506	44,529	48,748	47,468
b. English as a second language	110,479	129,345	154,052	198,963	225,811	226,563	254,430
2. English and speech arts	85,395	81,782	86,735	96,678	88,834	103,719	106,332
3. Foreign languages	54,230	57,914	66,690	75,624	82,783	77,717	84,531
4. Mathematics	33,514	32,219	35,872	34,930	43,199	42,104	46,076
5. Science (total)	19,652	19,171	20,194	22,885	26,392	39,699	38,597
a. Natural	10,304	10,616	11,846	10,799	15,096	15,363	15,409
b. Physical	9,348	8,555	8,348	12,086	11,296	24,331	23,199
6. Social Sciences	94,846	84,674	92,846	74,463	112,481	62,881	81,794
7. Americanization (citizenship)	11,605	11,681	11,548	11,250	13,540	14,475	17,672
8. Business education (total)	160,649	167,377	185,477	202,265	203,793	207,522	223,372
a. Accounting and business data processing	26,212	27,915	29,836	30,464	29,790	30,532	33,118

Appendix Z
(Concluded)

SUMMARY OF ANNUAL REPORTS ON ADULT GENERAL EDUCATION PROGRAMS (Continued)

Category	Year						
	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77	1977-78
V. 8. Business education (Cont.)							
b. Marketing or distributive education	21,836	24,788	23,274	24,626	28,882	30,190	34,046
c. Office education	112,601	114,674	132,367	142,175	145,121	146,800	154,207
9. Fine arts and music	113,434	113,638	129,562	162,383	168,823	182,549	197,564
a. Art	72,533	71,811	81,283	96,176	104,714	111,024	127,607
b. Music	40,901	41,827	48,279	66,207	64,109	71,525	69,957
10. Homemaking	118,259	122,626	136,504	144,373	167,218	162,768	182,622
11. Parent education	57,863	69,968	76,948	99,855	101,612	125,807	128,200
12. Industrial education and agriculture (total)	132,625	157,467	182,854	218,703	230,574	225,304	236,401
a. Agriculture	5,564	7,663	12,469	13,607	30,121	11,528	11,001
b. Industrial education	127,061	149,804	170,385	205,096	200,453	213,776	225,400
13. Civic education, community development, and special fields (total)	112,292	153,515	184,598	252,338	340,172	411,968	429,971
a. Civic education and leadership training	17,195	20,802	30,176	45,359	52,438	67,928	59,969
b. Safety education	43,876	59,602	61,149	80,570	99,578	109,064	121,306
c. Classes for handicapped adults	10,612	14,885	21,946	41,307	55,828	72,153	104,068
d. Gerontology	11,197	22,645	22,082	42,252	86,161	114,538	96,613
e. Driver education and driver training	29,412	35,581	49,445	42,850	46,167	48,285	48,015
14. Crafts and decorative arts	73,734	88,941	106,922	150,433	165,615	167,414	183,473
15. Health and physical education.	63,325	80,999	97,134	132,872	135,793	147,301	170,353
16. Forum and lecture series	53,567	65,878	62,425	79,568	43,153	88,734	121,975
TOTAL	1,319,162	1,461,145	1,661,341	1,992,089	2,194,322	2,335,273	2,588,699

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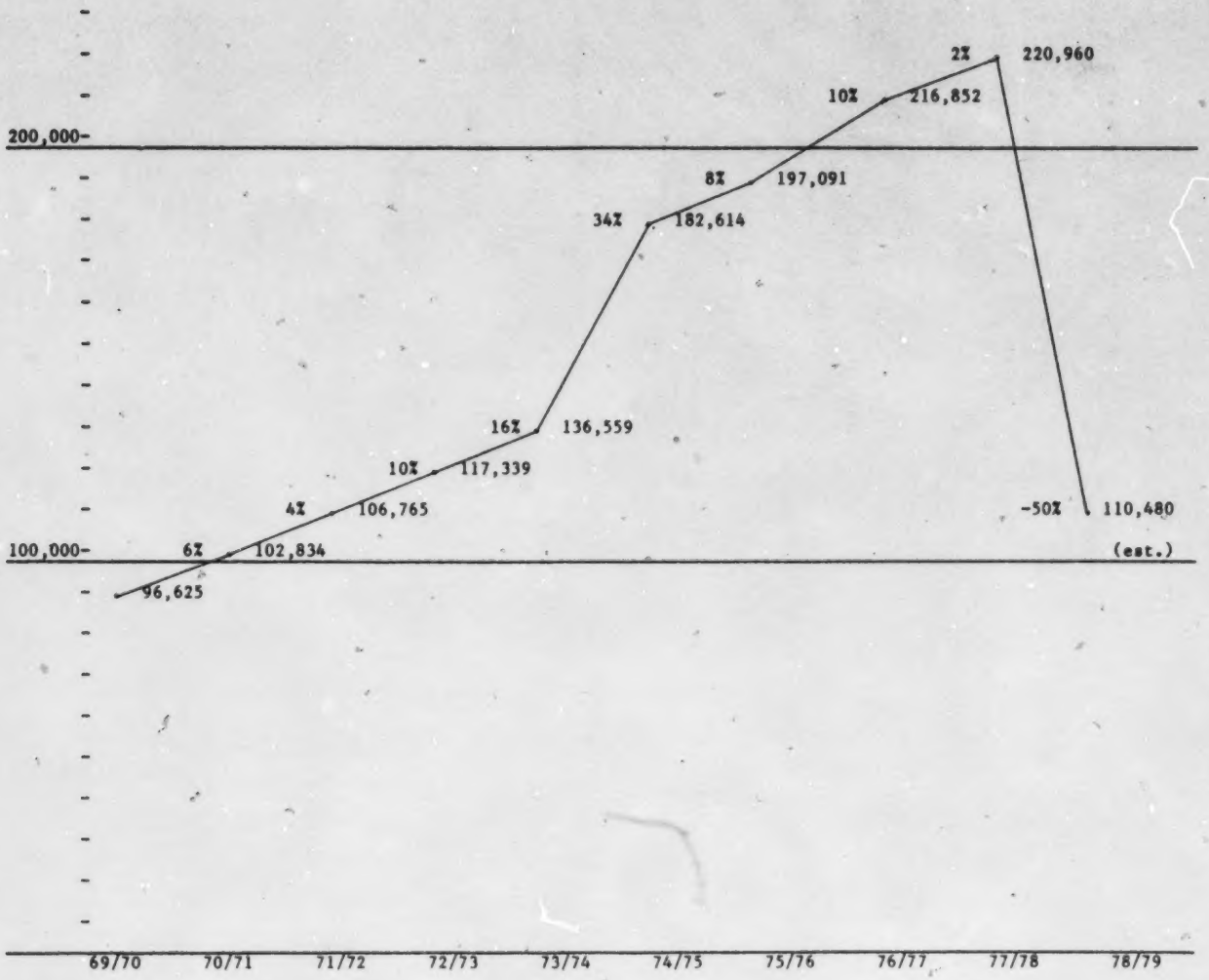
ADULT EDUCATION GROWTH PATTERN
OF UNITS OF AVERAGE DAILY ATTENDANCE



1. A.d.a. includes defined adults plus other than defined adults.
2. All a.d.a. totals are annual totals.
3. Percentage figures represent growth of total units of a.d.a. over the previous year.

IV. ANNUAL ENROLLMENTS IN THE ADULT EDUCATION CURRICULUMS BY SUBJECT MATTER AREA

Area of study and class title	Total number of students enrolled in each area 1977-78	Percent each category is of total enrollments 1977-78	1976-77	1975-76	1974-75	1973-74
1. Adult Basic Education (total)	339,766	13.1	11.7	12.4	11.7	11.1
a. Elementary subjects (equivalent to grades one through eight)	47,468	1.8	2.0	2.0	1.8	1.8
b. English as a second language (English for the foreign born)	224,430	9.8	9.7	10.3	9.9	9.3
c. High school subjects (GED preparation)	37,868	1.5				
2. English and speech arts	106,332	4.1	4.4	4.0	4.8	5.2
3. Foreign languages	84,531	3.3	3.3	3.8	3.7	4.0
4. Mathematics	46,076	1.8	1.8	1.9	1.7	2.2
5. Sciences (total)	38,597	1.5	1.6	1.2	1.3	1.2
a. Natural	15,409	0.6	0.6	0.6	0.6	0.7
b. Physical	23,199	0.9	1.0	0.5	0.6	0.5
6. Social sciences	81,794	3.2	2.7	5.0	3.7	5.6
7. Americanization	17,672	0.7	0.6	0.6	0.5	0.7
8. Business education (total)	223,372	8.6	8.8	9.3	10.1	11.2
a. Accounting and business data processing.	33,119	1.3	1.3	1.3	1.5	1.8
b. Marketing or distributive education	34,046	1.3	1.2	1.3	1.2	1.4
c. Office education	154,207	6.0	6.2	6.6	7.3	8.0
9. Fine arts and music (total)	197,564	7.6	7.8	7.7	8.1	7.8
a. Art	127,607	4.9	4.7	4.7	4.8	4.9
b. Music	69,957	2.7	3.0	2.9	3.3	2.9
10. Homemaking	182,622	9.1	5.9	7.6	7.2	8.2

IV. ANNUAL ENROLLMENTS IN THE ADULT EDUCATION CURRICULUMS, BY SUBJECT MATTER AREA (Continued)

Area of study and class title	Total number of students enrolled in each area	Percent each category is of total enrollments				
	1977-78	1977-78	1976-77	1975-76	1974-75	1973-74
11. Parent education	128,200	5.0	5.3	4.6	5.0	4.6
12. Industrial education and agriculture (total)	236,401	9.1	9.6	10.5	10.9	11.0
a. Agriculture	11,001	0.4	0.4	1.3	0.6	0.8
b. Industrial education	225,400	8.7	9.1	9.1	10.2	10.3
13. Civic education, community development, and special fields (total)	429,971	16.6	17.6	15.1	12.6	11.1
a. Civic education and leadership training.	59,969	2.3	2.9	2.4	2.2	1.8
b. Safety education	121,306	4.7	4.6	4.3	4.0	3.7
c. Classes for handicapped adults	104,068	4.0	3.0	2.2	2.0	1.3
d. Gerontology	96,613	3.7	4.9	3.9	2.1	1.3
e. Driver education and driver training	48,015	1.9	2.0	2.1	2.1	3.0
14. Crafts and decorative arts	183,473	7.1	7.1	7.5	7.5	6.4
15. Health and physical education	170,353	6.6	6.3	6.2	6.6	5.8
a. Health education	40,774	1.6	1.2	NA	NA	NA
b. Physical education	129,579	5.0	5.0	NA	NA	NA
16. Forum and lecture series	121,975	4.7	3.7	1.9	4.0	3.8
Total Enrollment	2,588,699	2,588,699	2,335,273	2,194,322	1,992,089	1,661,341

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